

Emergency Support Function #2 – Communications Annex

ESF Coordinator:

Department of Homeland Security/Information Analysis and Infrastructure Protection/National Communications System

Primary Agency:

Department of Homeland Security/Information Analysis and Infrastructure Protection/National Communications System

Support Agencies:

Department of Agriculture
Department of Commerce
Department of Defense
Department of Homeland Security
Department of the Interior
Federal Communications Commission
General Services Administration

Introduction

Purpose

Emergency Support Function (ESF) #2 – Communications ensures the provision of Federal communications support to Federal, State, local, tribal, and private-sector response efforts during an Incident of National Significance. This ESF supplements the provisions of the National Plan for Telecommunications Support in Non-Wartime Emergencies, hereafter referred to as the National Telecommunications Support Plan (NTSP).

- Where appropriate, communications services may be provided through various Department of Homeland Security/Information Analysis and Infrastructure Protection/National Communications System (DHS/IAIP/NCS) National-Level Programs, including the Shared Resources (SHARES) High-Frequency Radio Program, Telecommunications Service Priority (TSP) Program, Government Emergency Telecommunications Service (GETS), and Wireless Priority Service (WPS).

Scope

- ESF #2 coordinates Federal actions to provide the required temporary National Security and Emergency Preparedness (NS/EP) telecommunications, and the restoration of the telecommunications infrastructure. ESF #2 supports all Federal departments and agencies in the procurement and coordination of all NS/EP telecommunications services from the telecommunications and information technology (IT) industry during an incident response.
- Communications is information transfer and involves the technology associated with the representation, transfer, interpretation, and processing of data among persons, places, and machines. It includes transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any nature by wire, radio, optical, or other electromagnetic systems.

Policies

- Section 706 of the Communications Act of 1934, as amended (47 U.S.C. § 606), establishes Presidential powers during wartime emergencies for the national communications infrastructure.
- Executive Order 12472 assigns authority to the Director, Office of Science and Technology Policy (OSTP), to direct the exercise of the war power functions of the President under Section 706(a), (c)–(e), of the Communications Act of 1934, as amended (47 U.S.C. § 606), should the President issue implementing instructions in accordance with the National Emergencies Act (50 U.S.C. 1601). Executive Order 12472 also assigns specific nonwartime emergency telecommunications authorities to the Director, OSTP.

- The NTSP serves as the basis for planning for the utilization of national telecommunications assets and resources in support of nonwartime emergencies, as defined by Executive Order 12472. This plan is the formal U.S. Government plan applicable to all Federal departments, agencies, and other organizations in accordance with Executive Order 12472 and other national policy direction.
- The mission of the DHS/IAIP/NCS is to assist the President, the National Security Council, the Director, OSTP, and the Director of the Office of Management and Budget in:
 - The exercise of the telecommunications functions and responsibilities set forth in Section 2 of Executive Order 12472; and
 - The coordination of the planning for and provision of national security and emergency preparedness communications for the Federal Government under all circumstances, including crisis or emergency, attack, recovery, and reconstitution.
- Federal, State, local, and tribal officials, nonprofit organizations, and private-sector entities respond to the vast majority of incidents acting under their authorities or through agency or interagency contingency plans.
- In a memorandum to the Manager, National Communications System, dated June 11, 1993, Subject: National Security and Emergency Preparedness Telecommunications, OSTP states that the Office of the Manager, DHS/IAIP/NCS, executes Federal Response Plan primary agency functional responsibilities on the behalf of OSTP. This delegation of authority is retained within the National Response Plan (NRP). Furthermore, OSTP delegates the ESF #2 coordinator functional responsibilities to the Office of the Manager, DHS/IAIP/NCS.
- The Cyber Incident Annex to the NRP supports ESF #2 and outlines the provision of Federal cyber incident response coordination among the Federal departments and agencies and, upon request, State, local, tribal, and private-sector entities in response to any Incident of National Significance with cyber-related issues (e.g., significant cyber threat and disruptions, crippling cyber attacks against the Internet or critical infrastructure information systems, technological emergencies, and Presidentially declared major disasters and emergencies).

Concept of Operations

General

- DHS determines whether to activate ESF #2 based upon information from initial staff reports and State and local authorities. For incidents where ESF #2 is not activated, DHS may elect to use the existing resources of DHS/Emergency Preparedness and Response/Federal Emergency Management Agency (EPR/FEMA) to provide communications support at the Joint Field Office (JFO).
- When activated, ESF #2 coordinates and supports NS/EP telecommunications requirements. The following guidelines are observed to allow EFS #2 to meet its domestic incident management responsibilities:
 - All telecommunications incidents and requirements are handled in accordance with the most current version of the OSTP NTSP.
 - Telecommunications management occurs on a bottom-up basis: decisions are made at the lowest level, with only those issues requiring adjudication or additional resources being referred to the next higher management level.
 - The General Services Administration/Federal Technology Service (GSA/FTS) appoints a DHS/IAIP/NCS Regional Manager (NCSRM) in each of the 10 Federal regions and the National Capital Region. The DHS/IAIP/NCSRM is a telecommunications specialist who can assume the duties of the Federal Emergency

Communications Coordinator (FECC) if ESF #2 is activated in an incident. The FECC represents ESF #2 at the Regional Response Coordination Center (RRCC) and JFO, as required.

- The FECC is the single Federal point of contact in the incident area to coordinate the Federal telecommunications requirements and industry's response. The FECC coordinates with the State telecommunications officer to ensure Federal communications requirements do not conflict with State needs. The FECC prioritizes conflicting requests and recommends solutions to the JFO Coordination Group.
- DHS/EPR/FEMA controls its communications assets (i.e., Mobile Air Transportable Telecommunications System (MATTS)/Mobile Emergency Response Support (MERS)) in the incident area and coordinates their use with the FECC. Other agencies that provide telecommunications assets in support of the response also control their organic assets, but coordinate use with the FECC.
- Uniform emergency telecommunications management and operational plans, procedures, and handbooks are used throughout the entire ESF #2 operating environment.

Organization

- **Headquarters:** The National Coordinating Center for Telecommunications (NCC), which is the operational component of the DHS/IAIP/NCS, is the Federal office for national telecommunications domestic incident management. The NCC staff assesses anticipated/actual damage, identifies NS/EP

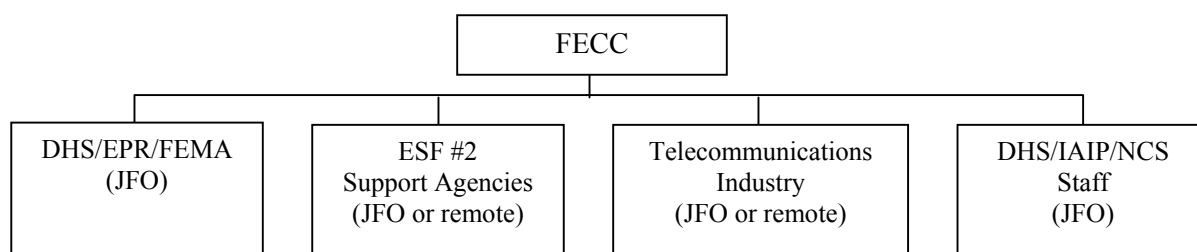
service requirements, prioritizes requirements, monitors the developing situation/response, renders status reports, and coordinates service provisioning and restoration as required. The NCC staff receives information from NCC industry representatives, who coordinate with their parent company emergency operations centers (EOCs). The NCC Manager appoints ESF #2 representatives to the National Response Coordination Center (NRCC), providing for 24-hour coverage if required. The NCC Manager may dispatch an Individual Mobilization Augmentee (IMA), assigned to the DHS/IAIP/NCS, to assist the FECC in coordinating national-level telecommunications support.

Conflicts regarding NS/EP telecommunications priorities and resources that cannot be resolved at the JFO by the Federal Coordinating Officer (FCO) and FECC are passed to the NCC for coordination with the Joint Telecommunications Resources Board (JTRB).

- **Regional:** When ESF #2 is activated, the RRCC or FCO requests the appointment of an FECC. GSA/FTS ensures a qualified person capable of performing the required functions is identified. The FECC and his/her staff deploy to the scene of an incident. The FECC or a member of his/her staff normally deploys to the affected State EOC as part of the Advance Element of the Emergency Response Team (ERT-A) and coordinates with ESF #7 – Resource Support in determining a JFO site.

DHS/EPR/FEMA provides a representative to assist in coordinating telecommunications support in the setup of the JFO. Federal incident response operations are coordinated from the RRCC until the JFO is operational, which is normally a period of 48 to 96 hours. At the JFO, the FECC is assisted by the Emergency Communications Staff (ECS) as shown in Figure 1 on the following page.

FIGURE 1. Emergency Communications Staff



Actions: Pre-Incident

- Work closely with the DHS/IAIP/NCS; industry; State, local, and tribal emergency managers; and other private-sector coordinators to ensure the latest technology is available to all Federal agencies participating in the response effort.
- Coordinate intergovernmental, nongovernmental organization, and private-sector preparedness efforts as they pertain to critical infrastructures supporting NS/EP telecommunications.
- Develop and issue information collection guidelines and procedures to enhance assessment, allocation, and coordination of government and industry telecommunications assets in the event of a domestic incident.
- Identifies operational telecommunications assets available for use within the affected area;
- Identifies telecommunications assets not within the affected area that may be brought physically or employed electronically to support the affected area;
- Identifies actual and planned actions of commercial telecommunications companies toward recovery and reconstruction of their facilities;
- Obtains information from ESF #1 – Transportation relative to road, rail, and other transportation conditions in the area and whether they can be used to get mobile telecommunications systems into the area;
- Provides damage and outage information to the Homeland Security Operations Center (HSOC), the NRCC ESF #2 representative, and the FECC regularly, and to other Federal agencies upon request; and
- Coordinates with the FECC to assess the need for telecommunications industry support and ensures such support is available as needed.

Actions: Incident Period

If ESF #2 is activated, the NRCC notifies the NCC Manager. The NCC Manager, in coordination with other Federal agencies, determines the appropriate level of response for national-level ESF #2 elements.

The NCC:

- Alerts all appropriate NCS and NCC personnel and notifies the Director, OSTP, when ESF #2 is activated.
- Advises DHS/EPR/FEMA when commercial communications outages are expected in the incident area to enable activation of the National Emergency Coordination Net, a high-frequency radio net that provides backup command and control communications for the NRP.

The FECC:

- Assesses the availability of commercial telecommunications for location of the proposed JFO facility;
- Determines from DHS/EPR/FEMA and/or ESF #7 – Resource Support the location of possible sources of secondary response facilities in the incident area (e.g., staging areas or satellite JFOs);

- Advises the FCO or Federal Resource Coordinator (FRC) on ESF #2 regional and incident area NS/EP telecommunications requirements;
- Forwards unresolved telecommunications requests to the NCC;
- Coordinates Federal telecommunications support to responding Federal agencies, State and local governments, and quasi-governmental and voluntary relief organizations as directed by the FCO or FRC;
- Forwards cyber-related incidents and analysis requirements to the NCC for coordination, action, and resolution with the DHS/IAIP/NCS and DHS/IAIP/National Cyber Security Division (NCSD);
- Coordinates the status of the ESF #2 operations with the Infrastructure Liaison located at the JFO; and
- When activated by the RRCC or FCO, coordinates with the NCC Manager to request IMAs assigned to the NCS, to fill duty positions within the ECS, if required.

Other Departments and Agencies:

- Until the FECC and ESF #2 are deployed and operational, DHS/EPR/FEMA communications staff accumulates damage information. Additionally, DHS/EPR/FEMA communications staff may make initial estimates of the level of Federal telecommunications support that may be required. DHS/EPR/FEMA provides this information to the FECC upon arrival in the affected area.
- Representatives of the DHS/IAIP/NCS member organizations that have been asked to provide assets confirm to the NCC that those assets have been prepared for movement to the incident area, as needed, as well as when they have been deployed and have become operational.

Actions: Post-Incident

Post-incident actions include:

- Develops, coordinates, and executes service and site restoration plans;
- Conducts measurements necessary to identify damaged critical infrastructure assets; repair, reconstitute, and secure communications; and coordinate actions to protect these assets from further damage;
- Evaluates the incident to identify lessons learned;
- Completes post-incident reporting; and
- Develops initiatives to mitigate the effects of future incidents.

The FECC, assisted by the ECS:

- Prepares and processes any required reports;
- Recommends release/termination-of-use of Federal telecommunications resources when they are no longer required; and
- Maintains a record for audit of all telecommunications support provided.

Actions: Deactivation

- The FECC develops a stand-down plan, approved by the JFO Coordination Group, describing how to conclude GSA and NCS involvement and how the transition to DHS/EPR/FEMA should be handled. During stand-down, the FECC executes the plan, recommending the release of Federal assets as commercial telecommunications resources become available. In many cases, assets are deactivated incrementally as affected systems and equipment are gradually restored to normal operations.
- The NCC leadership gathers communication information from industry and other service providers in the affected area to compile and submit an after-action report in accordance with guidelines and procedures defined in the NRP.

Responsibilities

Primary Agency

DHS/IAIP/NCS: The Director, OSTP, delegates the ESF #2 coordinator functional responsibilities to the Office of the Manager, DHS/IAIP/NCS. The NCS serves as a Federal executive agent under the JFO Coordination Group to accomplish the ESF #2 mission. When ESF #2 is activated, the DHS/IAIP/NCS Manager ensures appropriate NS/EP telecommunications support to operations conducted under the NRP. The Manager, DHS/IAIP/NCS, provides information and assistance to the JTRB as required.

Prevention and Preparedness

- Manages and directs prevention and preparedness efforts in areas of agency expertise.
- Monitors the status of situations that have the potential for developing into an Incident of National Significance to determine that adequate NS/EP telecommunications services are being provided to support response operations.
- Assesses the impact on existing Federal Government NS/EP telecommunications services.

Response and Recovery

- Manages and directs response and recovery efforts in areas of agency expertise.
- Supports the JTRB as required, in accordance with standard operating procedures issued by the Director, OSTP.
- Ensures that all information regarding potential and/or actual Incidents of National Significance with significant telecommunications implications are brought to the attention of the Director, OSTP, in a timely manner.
- Coordinates response activities with DHS/EPR/FEMA, GSA, and other JTRB member organizations.

- Coordinates with ESF #12 – Energy, regarding communications industry requests for emergency fuel resupply and safe access for telecommunications work crews into incident areas.
- Monitors recovery efforts and, as required, coordinates the provision of telecommunications services needed by the Federal Government.
- Provides reports to the JTRB as directed.
- Coordinates the restoration and/or rerouting of existing Federal Government NS/EP telecommunications services and the provisioning of new NS/EP telecommunications services.
- Coordinates with telecommunications service providers to facilitate the prioritizing of requirements as necessary when providers are unable to satisfy all telecommunications services requirements, when there are conflicts between multiple FECCs, or when the allocation of available resources cannot be fully accomplished at the field level.

When the NCC cannot resolve the allocation of telecommunications resources to the satisfaction of the parties involved, the issues are presented to the JTRB in a timely manner for resolution.

- Coordinates with DHS/IAIP/NCS member organizations to obtain telecommunications specialists to augment the ECS.
- Coordinates with Federal agencies those special telecommunications industry requests for assistance that support NS/EP activities, including restoration of commercial power, emergency fuel supply, and validated safe access for telecommunications work crews into incident areas.
- Coordinates with appropriate government and industry representatives in support of FECC requests to meet user requirements for communication assets.

Support Agencies

Agency	Functions
Department of Agriculture/Forest Service and Department of the Interior (DOI)	<p>The Forest Service and DOI provide telecommunications support to ESF #2 through assets located at the National Interagency Fire Center. Support services include:</p> <ul style="list-style-type: none"> ▪ Provides radio communications systems for support of firefighters, law enforcement officers, and incident response operations; ▪ Provides engineers, technical personnel, and liaison staff to assist the FECC and to maintain the National Interagency Radio Support systems; ▪ Provides National Interagency Radio Support systems for use by damage reconnaissance teams to report information from the incident area to the JFO, and such other applications as determined by the radio communications coordinator; ▪ Provides a communications officer to accompany radio systems for the purpose of user training and operator maintenance indoctrination; and ▪ Provides additional radio systems required for the establishment of a JFO radio net.
Department of Commerce	<p>National Telecommunications and Information Administration (NTIA):</p> <ul style="list-style-type: none"> ▪ Provides on-call support to the FECC to resolve Government frequency interference problems and frequency assignment requests. ▪ Maintains and publishes the Emergency Readiness Plan for Use of the Radio Spectrum.
	<p>National Oceanic and Atmospheric Administration (NOAA)/National Weather Service: Supports the Emergency Alert System (EAS) and provides, in coordination with DHS/EPR/FEMA, public dissemination of critical pre-event and post-event information over the all-hazards NOAA Weather Radio system, the NOAA Weather Wire Service, and the Emergency Managers' Weather Information Network.</p>

Agency	Functions
Department of Homeland Security	<p>DHS/EPR/FEMA:</p> <ul style="list-style-type: none"> ▪ Provides a representative(s) to serve on the FECC's staff to coordinate the deployment of DHS telecommunications assets, including MATTS/MERS, to the incident area; coordinates DHS requests for communication service and connectivity; and provides expertise on MATTS/MERS and DHS networks. ▪ Coordinates the establishment of telecommunications support in the JFO with the FECC. ▪ Provides telecommunications and IT equipment and services at the JFO as required. ▪ Provides communications support to State and local officials to assist in disseminating warnings to the populace concerning risks and hazards. ▪ Plans for and provides, operates, and maintains telecommunications services and facilities, as part of its National Emergency Management System, to support its assigned emergency management responsibilities. ▪ Develops, in cooperation with the Federal Communications Commission (FCC), plans and capabilities for, and provides policy and management oversight of, the EAS. DHS/EPR/FEMA is the executive agent for the development, operations, and maintenance of the national-level EAS. In addition to distributing Presidential broadcasts and messages, the national-level EAS must provide for the distribution of National Emergency Information Programming. The Under Secretary DHS/EPR is authorized to release National Emergency Information Programming messaging. ▪ Serves as the on-scene Frequency Manager and coordinates the assignment and use of all Federal radio frequencies at the incident site in accordance with NTIA's Spectrum Rules and Regulations. ▪ Provides representation on the ECS and coordinates DHS resources and TSP requests with the FECC. ▪ Provides video teleconference support to the ECS. ▪ Maintains an audit trail of all equipment and services provided.

Agency	Functions
Department of Homeland Security (Continued)	<p>DHS/IAIP/NCS: Supports the NCS and, as necessary, the JTRB when a cyber incident leads to a telecommunications Incident of National Significance.</p> <ul style="list-style-type: none"> ▪ Provides the national focal point for the public and private sector regarding cyber security. ▪ Identifies, analyzes, and reduces threats and vulnerabilities to cyber systems. ▪ Disseminates threat warning information in conjunction with the HSOC. ▪ Coordinates cyber incident preparedness, response, and recovery activities. ▪ Facilitates interaction and collaboration between and among Federal departments and agencies; State, local, and tribal governments; the private sector; and international organizations related to cyber security and cyber Incidents of National Significance. ▪ Supports the Department of Justice and other Federal law enforcement agencies in their mission to investigate and prosecute threats to and attacks against cyberspace. ▪ Fulfills additional responsibilities as directed in the Cyber Incident Annex for monitoring, detecting, preventing, and recovering from threats to disrupt or impair the availability or reliability of critical information. ▪ Supports the DHS/IAIP/NCS and, as necessary, the JTRB when a cyber incident leads to a telecommunications Incident of National Significance.

Agency	Functions
Federal Communications Commission	<ul style="list-style-type: none"> ▪ Reviews policies, plans, and procedures that are developed by entities licensed or regulated by the FCC to provide NS/EP telecommunications services to ensure such policies, plans, and procedures are consistent with the public interest, convenience, and necessity. ▪ Performs such functions as required by law with respect to all entities licensed or regulated by the FCC, including (but not limited to) the extension, discontinuance, or reduction of common-carrier facilities or services; the control of common-carrier rates, charges, practices, and classifications; the construction authorization, activation, deactivation, or closing of radio stations, services, and facilities; the assignment of radio frequencies to FCC licensees; the investigation of violations of pertinent law and regulation; and the initiation of appropriate enforcement actions. ▪ Provides on-call support to the FECC to identify sources of radio frequency interference and to resolve civil frequency interference issues and frequency assignment requests.
General Services Administration	<ul style="list-style-type: none"> ▪ Each GSA Regional Administrator ensures that a DHS/IAIP/NCSRM and an FECC are identified for each of the 10 standard Federal regions and the National Capital Region. The GSA/FTS Emergency Coordinator authorizes the FECC or NCSRM to accept guidance from the DHS/EPR/FEMA Regional Director or his/her designated representative during the pre-deployment phase of a telecommunications emergency. The GSA/FTS Emergency Coordinator provides national-level guidance. The GSA/FTS Emergency Coordinator authorizes the DHS/IAIP/NCSRM or designated alternate(s) to perform the functions of the FECC upon request by the FCO or FRC. ▪ The DHS/IAIP/NCSRM prepares and maintains a Regional Support Plan for each designated standard Federal region. The Regional Support Plan is developed and coordinated with counterpart DHS/IAIP/NCSRMs in contiguous regions. The DHS/IAIP/NCSRM supervises the training of potential FECCs within the assigned region. ▪ When requested, the FECC deploys to the scene of an Incident of National Significance to survey the status of telecommunications and to determine residual capabilities and the extent of damage within the affected area. The FECC coordinates with other Federal agencies to determine emergency telecommunications service requirements.

Agency	Functions
General Services Administration (Continued)	<p>When activated, the FECC:</p> <ul style="list-style-type: none"> ▪ Accumulates damage information obtained from the DHS/EPR/FEMA Regional Headquarters, the NCC, other Federal agencies, State and local government, and industry sources, and conducts telecommunications status evaluations; ▪ Advises the FCO or FRC on telecommunications matters; ▪ Acts as the single government point of contact in the incident area for industry for all NS/EP telecommunications requests and actions; ▪ Assesses the need for mobile or transportable equipment; ▪ Releases Federal telecommunications resources as soon as commercial carrier services can support the response mission; ▪ Coordinates with Federal, State, and local organizations and the major voluntary relief organizations, as well as other ESFs involved with incident recovery, to ascertain their telecommunications implementations, capabilities, and requirements; ▪ Ensures required services are provided in support of the Federal effort; ▪ Coordinates the distribution of communication assets by appropriate government and industry representatives in support of user requirements; ▪ Assembles and leads the ECS; ▪ Maintains an audit trail of all telecommunications support provided; ▪ Prioritizes Federal and regional telecommunications requirements; ▪ Coordinates frequency management for the incident area including frequencies used by deployed military assets; ▪ Coordinates with the Department of Defense on the use of military and deployed National Guard organizational telecommunications assets in support of an Incident of National Significance; ▪ Coordinates requests for DHS/IAIP/NCS National-Level Programs (TSP, GETS, WPS, SHARES); ▪ Provides ESF #2 representatives to support damage assessment personnel; ▪ Provides an ESF #2 representative to support the ERT-A; ▪ Coordinates telecommunications support to the incident mobilization center as necessary; and ▪ Prepares and processes any required reports.

Agency	Functions
Other Federal Agencies	<ul style="list-style-type: none"> ▪ The JTRB advises the Director, OSTP, on the exercise of those nonwartime emergency telecommunications service functions assigned by Executive Order 12472. The JTRB's role is to monitor potential or actual telecommunications Incidents of National Significance that pose significant threats to telecommunications facilities or services, and situations that create the need for extraordinary telecommunications support. When convened by the Director, OSTP, the JTRB is supported by the DHS/IAIP/NCS organizational structure using the resources of the National Coordinating Center for Telecommunications, the Defense Information Systems Agency's Global Network Operations and Security Center, the DHS/EPR/FEMA Operations Center, and other Federal agency operation centers as necessary. Federal departments and agencies assist the JTRB as required. ▪ NCS member organizations assist the DHS/IAIP/NCS Manager in the deployment and use of agency-owned/leased or otherwise unique telecommunications assets to support the response effort. ▪ All other Federal agencies: <ul style="list-style-type: none"> ▪ Use organizational resources to meet their mission requirements before requesting FECC emergency telecommunications support; ▪ Notify the FECC promptly of all telecommunications requirements and available assets, to eliminate the possibility of service duplications and ensure prompt provision of needed services and facilities to the proper user; ▪ Coordinate with the FECC when a representative of an organization at an incident location has requested telecommunications support (other than that provided or already coordinated through the FECC); ▪ Coordinate any requests for commercial or government telecommunications resources through the FECC; ▪ Coordinate with the NCC as necessary for any required national-level telecommunications support; ▪ Notify the on-scene Frequency Manager upon arrival of any radio frequency devices that have been brought to the incident area; ▪ Notify the FECC promptly when their telecommunications resources are to be withdrawn or discontinued; and ▪ Notify the FECC when telecommunications resources provided by the FECC are no longer required.